

**BY ORDER OF THE COMMANDER  
AIR FORCE MATERIEL COMMAND**



**AIR FORCE INSTRUCTION 25-201**

**AIR FORCE MATERIEL COMMAND**

**Supplement 1**

**5 JULY 2000**

**Logistics Staff**

**SUPPORT AGREEMENTS PROCEDURES**

**COMPLIANCE WITH THIS PUBLICATION IS MANDATORY**

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OPR: HQ AFMC/XPX (Ms Vivian Stilley)  
Supersedes AFI 25-201/AFMC Sup 1, 6 Jun 95

Certified by: HQ AFMC/XP (Col Peter M. Trump)  
Pages: 12  
Distribution: F;X

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This supplement implements AFI 25-201, *Support Agreement Procedures*, 1 December 1996, by providing detailed procedures for AFMC installations to use when they are the supplier of Base Operating Support to Air Force receivers. Interservice and Intragovernmental support is governed by DoDI 4000.19 and the financial aspects of Air Force Intraservice support are covered in AFI 65-601. This supplement only covers Base Operating Support. Other support furnished by AFMC installations is addressed in AFMCI 65-602, *Uniform Reimbursement and Pricing Procedures*, AFI 21-33(I), *Joint Depot Maintenance Program*, AFMCR 66-36, *The Overseas Workload Program (OWLP)*, AFI 61-302, *Cooperative Research and Development Agreements*, AFI 34-223, *Private Organizations Programs*, DoD 5220.22R, *DoD Industrial Security Programs* and Title 10 U.S.C 2681, 2539b and 2553.

**SUMMARY OF REVISIONS**

**This document is revised and must be completely reviewed.**

This version updates the AFMC Supplement 1, 6 June 95, following the publication of the DoDI 4000.19 on 9 August 1995 and the AFI 25-201 dated 1 December 1996. It provides more detailed guidance to the field on specific issues, but does not introduce substantive policy changes.

**AFI 25-201, 1 December 1996, is supplemented as follows:**

1.2.4. (Added) When the National Institute for the Blind (NIB) is establishing operations of a base supply service store on your installation, if the government is not obligated to expend funds in support of the NIB, a MOA may be used. If the government is obligated to expend funds in support of the NIB, a contract is the proper documentation to use.

1.3.1. Support for Test and Evaluation activities should be documented in accordance with Major Range and Test Facility Base procedures prescribed by the Center's policy directives and reimbursement requirements.

1.4.1.1. (Added) When the host command furnishes an on-base contractor logistical support under a tenant-funded contract, the command that must accomplish the contract will reimburse or refund the host base using the same funds cited in the basic contract. Do not allow the funding command to make the reimbursement through the contractor. For additional guidance, see AFI 65-601 Vol 1, paragraph 7.8.10 *Government Support Provided Contractors*. Contracts requiring base support will be coordinated with the performing host installation functional manager prior to solicitation and award.

**1.4.3. (Added) Research and Development (R&D) Agreements.** Documentation for AFMC laboratories providing R&D support, not Base Operating Support (BOS), may be accomplished with a functional MOA. Use AFMCI 65-602, *Uniform Reimbursement and Pricing Procedures*, which provide guidance for customers requiring laboratory support and for laboratories providing support.

**1.4.4. (Added) Depot Maintenance Interservice Support Agreements (DMISA).** Policy and guidelines for implementing the Depot Maintenance Interservice Program uniformly among the services are in AFI 21-133(I), *Joint Depot Maintenance Program*.

**1.4.5. (Added) Workload Agreements.** These agreements are used with the overseas workload program. Policy, procedures and guidance are in AFMCR 66-36, *The Overseas Workload Program (OWLP)*.

**1.4.6. (Added) Service Level Agreements (SLA).** SLA which apply to a level of technical service and not to BOS are not included. If a SLA is a misnomer and refers to an agreement between two services (interservice) for BOS identified in DoDI 4000.19 and AFI 25-201, the SLA is covered under this supplement.

**1.4.7. (Added) Cooperative Research and Development Agreements (CRDA).** AFI 61-302, *Cooperative Research and Development Agreements*, establishes policy and procedures for executing CRDA between the Air Force and the public and private sector, including industry and academia, for domestic technology transfer.

**1.4.8. (Added) Operating Agreements.** Operating Agreements implement terms and conditions of leases. While they may identify DoDI 4000.19 categories of support provided by suppliers to receivers, reimbursements may not be according to the Incremental Direct Cost concept in DoDI 4000.19.

**1.4.9. (Added) Utility Sales Agreements.** Reimbursable utility services provided should be documented on an AF Form 3554, **Utility Sales Agreement** for DoD Agencies and Non-DoD Federal Agencies. Cost to the government of supplying the service is computed by the base civil engineer according to AFI 32-1061, *Providing Utilities to US Air Force Installations*.

**1.4.10. (Added) Private Organizations (PO).** PO operate on Air Force Installations with the written consent of the installation commander. AFI 34-223, *Private Organization Program*, provides guidance and procedures for establishing and operating PO on AF installations. PO are divided into Federally Sanctioned Organizations (e.g. Air Force Aid Society, United Services Organizations Incorporated, etc), Affiliated Organizations (e.g. Air Force Association, Scouting Organizations, Auto Clubs, Community Service Organizations, etc.), and Independent Organizations (e.g. Little Leagues, Ethnic Clubs, Wives and Women's Clubs, etc).

**1.4.11. (Added) Commercial Services Agreements (CSAs).** Commercial Services Agreements (CSAs) are advanced partnering agreements to broaden laboratories' authority to partner with academia and private sector in RDT&E. They are entered into under Title 10 U.S.C. 2681, 2539b and 2553.

**1.4.12. (Added) Visitor Group Security Agreements (VSGAs).** Visitor Group Security Agreements (VGSAs) are document agreements between installation commanders and DoD contractors specifying security actions that will be performed by the installation for the contractor groups operating on the installations and security procedures that will be performed by the contractors. Guidance for such agreements is in DoD 5220.22R, DoD, *Industrial Security Program*; AFI 31-601, *Industrial Security Program Management*; and AFH 31-602, *Industrial Security Program Handbook*.

2.1.1. The AFMC support agreements program is managed in HQ AFMC/XPX.

- The Chief, Plans Division, is authorized to sign agreements requiring MAJCOM signature. However, the functional area manager at HQ AFMC level must first review and coordinate the agreement before obtaining HQ AFMC/XPX signature.

**2.1.2. (Bullets Added)**

- Chairs necessary working groups to ensure standardization of costing methodologies
- Provides policy concerning support agreement costing

2.2.1. The SAM administers the agreement until it is terminated. As long as there is an open dispute, a serious shortfall in the receiver's requirements or a provision of doubtful interpretation, the job of negotiation is not complete.

- The SAM acts as a contact point or facilitator to ensure that the supplier and receiver are in touch with each other. Distribute MAJCOM policy changes regarding support agreements to FAACs.
- AFMC SAMs monitor, staff, coordinate, negotiate, and keep files on all support agreements. Each SAM is the single POC for support agreements involving the activity to which he or she is assigned. Send HQ AFMC/XPX the name, office symbol, telephone and FAX number, and mailing address of the SAM when changes occur.
- SAMs will assign agreement file numbers as follows:
 

1-199	AFMC is supplier for intraservice
200-299	AFMC is receiver from intraservice
300-399	Intracommand
500-599	MOA/MOUs
600-699	Interservice/other Gov't and non-Gov't agencies, AFMC is supplier
700-799	Interservice/other Gov't and non-Gov't agencies, AFMC is receiver

2.4.2. (Added) Functional areas may find it beneficial to appoint their Resource Advisor as the FAAC.

2.6.3. (Added) The comptroller at AFMC installations is the OPR for interpreting and determining funding responsibilities according to AFI 65-601, Vol. 1, *Budget Guidance and Procedures*, and AFI 65-601, Vol. 2, *Budget Management for Operations*. Receivers should identify all support requirements to the supplier budget lead-time away. The installation comptroller budgets, coordinates on, maintain a file of all support agreements and initiates the annual budget review to assess the cost of providing support.

2.9.2. (Added) Forward one copy of the agreement to HQ AFMC/XPX to be maintained in a reference file for HQ AFMC personnel. When an agreement is terminated, send one copy of the DD Form 1144, **Support Agreement**, showing termination to HQ AFMC/XPX.

**2.10. (Added) Installation Civil Engineer and Environmental Management.** The installation civil engineer and environmental management offices review all assigned agreements for areas of support, and when appropriate ensure all real estate and environmental concerns are addressed. in support agreements.

**2.11. (Added) Support Agreement Integrated Product Team.** Centers may establish a Support Agreement Integrated Product Team to promote interfunctional communication and resolution of support agreement issues. Members of this team should include the SAM and representatives from FM/Comp-troller, manpower, environmental/civil engineering, services and other BOS areas as required.

**3.2.1. (Last bullet)** The written record of details should be reviewed triennially to determine if the recurring support provided exceeds a small scale nature.

3.2.3. (Added) Intracommand support agreements will not be required among AFMC units located on the same base unless the level of support required by the receiver is above the standard level of support furnished by the supplier to all organizations located on the same installation. See AFMCI 65-601, *Intracommand Support*. This does not apply to AFMC Defense Working Capital activities such as Depot Maintenance Activity Group (DMAG) and Supply Management Activity Group (SMAG).

- AFMC Centers can choose, at their discretion, to include in their support agreements, activities such as DMAG and SMAG which are not funded with direct Air Force O&M, but fall under the AFMC for command purposes.

3.2.4. (Added) Support agreements are not required with Air Force receivers when the only support needed is AFMC Precision Measurement Equipment Laboratory (PMEL) support as defined in AFI 21-113, *Air Force Metrology and Calibration (AFMETCAL) Program*, and T.O. 00-20-14.

3.3.3.1. (Added) When another MAJCOM receiver has support functions that appear to duplicate parts of the AFMC supplier organization, the AFMC supplier discusses the matter with the receiver, records the discussions and results, and notifies the HQ AFMC functional OPR. Receivers must complete the required justification and rationale documentation and process them through the supplier SAM. Requests for waivers are submitted to HQ AFMC/XPX for staffing with the functional OPR. The HQ AFMC functional area OPR must approve or disapprove requests for waivers and provide supporting justification. If the waiver is approved by the HQ AFMC OPR, HQ AFMC/XPX forwards the waiver request to HQ USAF/ILXX. HQ AFMC staff will provide information copies of all correspondence to the supplier SAM.

4.2.4. (Added) The support agreement itself should not prescribe detailed procedures for performing any particular support function that is in other DoD or USAF directives, procedural manuals, etc. that apply to the particular type of support being performed. If such detailed information is not in a publication that can be referenced in the support agreements, then local operating procedures should be prepared and referenced.

4.3.1. NOTE: Both reimbursable and non-reimbursable categories of support should be included in the support agreement.

4.4.1. The manpower annex should be prepared according to the instructions provided in Attachments 9 and 10. A statement will be added to block 11 that supplier will not support receiver until manpower authorizations are transferred (see block 7b on the Manpower Annex of Attachment 9). Each annex will vary slightly depending on the support provided in the agreement.

- The installation manpower office prepares all manpower annexes assisted by the receiver and base functional area managers. The AFMC manpower office will forward the signed agreement to

HQ AFMC/XPMQ for validation. Concurrently, the receiver should forward the signed agreement to their MAJCOM manpower office. HQ AFMC/XPMQ will forward the agreement to HQ AFMC/XPMR who will contact the receiver MAJCOM to determine appropriate manpower actions. Courtesy copies of the letter of transmittal should be sent to the installation SAM and HQ AFMC/XPX. If manpower issues come to an impasse, refer to AFI 25-201, Par 5.5.1.

**4.4.3. (Bullet Added)** Air Force Manpower Standards (Base Support Factors).

**4.5. (Added) Drafting - Environmental Responsibilities** Include the following statements in support agreements under Environmental Compliance (See DoDI 4000.19, Attachment 6) when the Receiver is located on Supplier property:

Supplier will: Notify Receiver as soon as potential enforcement actions or notices to comply are identified and coordinate remedies with Receiver. Request regulatory agency provide a breakdown of the civil fine or penalty for each violation so supplier can identify to receiver that portion of fine or penalty attributable to receiver.

Receiver will: Reimburse Supplier for fines or penalties assessed against the Supplier by a federal, state, or local agency, and for all cost attributable to receiver non-compliance, to include contractors performing services for the Receiver. Costs include, but are not limited to, sampling and soil analysis to identify specific contaminants and levels of contamination. Receiver will assist supplier in all efforts to return to compliance, including civil fines or penalties.

4.5.2. The HQ AFMC/CEV memo, 8 Apr 98, with attached SAF/MII memo, 6 Feb 98, subject Environmental Provision for Interservice Support Agreements, provides additional guidance for inclusion of specific environmental provisions in interservice support agreements.

5.1.1.1. (Added) Send all requests to survey AFMC facilities or to discuss potentially available support resources to HQ AFMC/XPX for review and direction. (See AFI 10-503, *Base Unit Beddown Program*)

**5.2.1. (Added to Second Bullet)** The copied staff summary sheet or letter should be submitted to the civil engineer office if applicable with instructions for them to ensure all areas of support are appropriately addressed. The copied staff summary sheet or letter should also be submitted to the SG office, if applicable, to obtain HQ AFMC/SGAM approval when there are DHP resources involved.

5.2.2. (Added) The process for addressing additional manpower in a support agreement is as follows:

- The Receiver SAM notifies the Supplier of the support required.
- The Supplier SAM contacts the servicing manpower office (MQ) who verifies the workload and determines that additional manpower authorizations are required.
- The MQ, assisted by the Receiver and Supplier, computes the required manpower and prepares a manpower annex according to the format and instructions in Attachments 9 and 10.
- The MQ and Receiver certify that the workload is properly described and quantified by signing the manpower annex.
- The MQ forwards the signed manpower annex to HQ AFMC/XPMQ for review and approval of manpower requirements.
- After approval of required manpower, HQ AFMC/ XPMQ notifies the Receiver headquarters (MAJCOM) and takes appropriate action (AFI 38-204, Programming USAF Manpower) to effect the transfer of authorizations from the Receiver MAJCOM to AFMC.

- When transfer of authorizations is approved, the Receiver MAJCOM annotates the number and type (officer, enlisted, civilian) and completes the manpower annex by signing and dating the final section in the annex and forwarding the completed annex to HQ AFMC/XPMQ.
- HQ AFMC/XPMQ forwards the completed manpower annex to the installation MQ. The MQ provides a copy to the Supplier SAM who attaches the annex to the support agreement and continues the distribution process.
- All manpower impacts for Defense Health Program (DHP) resources must be coordinated through HQ AFMC/SGAM to HQ USAF/SGM and HQ USAF/SGW.

5.3.2. (Added) Full authority is delegated to AFMC installation, test center or product center commanders and comptrollers (or their designated representatives), acting as either supplier or receiver, to negotiate, approve, and finalize field level support agreements regardless of the level of signature required by the other involved agency.

5.3.3. (Added) Different individuals should sign block 8a and 9a of the DD Form 1144. This will ensure that review procedures are in place for proper internal controls and prevent the appearance of impropriety.

5.4.1.1. (Added) The supplier's comptroller will initiate the annual budget review.

5.4.2.1. (Added) Triennial reviews must be initiated at least 120 calendar days before the agreement review date.

- A triennial review need not be accomplished if all FAACs participated in the previous annual budget review and sufficient documentation is included in the support agreement file to show that support requirements have not changed. When a triennial review is not accomplished the support agreement should be scheduled for a full review at the next annual budget review.
- A waiver of triennial reviews is granted to AFMC installations within two years of closure.

5.4.4. (Added) Provide a quarterly listing of all support agreements for the AFMC Master File for use by the headquarters staff. Updates and Listings should be provided to HQ AFMC/XPX by the fifth workday following the end of the quarter (Mar, Jun, Sep, Dec).

5.6.1.1. (Added) If a 180 day notice must be given for unilateral withdrawal of services to a receiver when it appears the receiver is using an impasse over one or more individual categories as an excuse for indefinitely refusing to sign entire agreements, the approval authority for the notice must be the same as shown in paragraph 5.3.2. of this supplement. Should receiver cause the supplier to issue the 180 day notice of withdrawal of services, the installation SAM must notify HQ AFMC/XPX prior to issuance of the notice.

**Attachment 1**  
**GLOSSARY OF ABBREVIATIONS, ACRONYMS AND TERMS**

***Abbreviations and Acronyms***

**(Added)**—DMISA - Depot Maintenance Interservice Support Agreement

**(Added)**—SLA - Service Level Agreement

**(Added)**—T&E - Test and Evaluation

***Terms***

**(Added)**—Depot Maintenance Interservice Support Agreement (DMISA) - A formalized agreement constituting a contractual obligation whereby one Service provides depot maintenance support to another Service.

**(Added)**—Service Level Agreement (SLA) - An agreement which documents the level of technical services a provider furnishes a customer, the fees for estimated usage of service and billing and payment terms. These technical services are not the typical Base Operating Support covered by DoDI 4000.19 or AFI 25-201.

**(Added)**—Test and Evaluation (T&E) - A process to test and evaluate data obtained for the purposes of research and development (other than laboratory experiments), for determining progress in accomplishing development objectives, or performance and operational capability of systems, subsystems, components, and equipment items.

**Attachment 2****COMPLETION OF DD FORM 1144**

**A2.1.d.2.** A manpower annex will be used when additional manpower is required. A sample annex is provided at Attachment 9.

**A2.1.d.5.** If a funding annex is used instead of continuation sheets for Block 7c of the DD Form 1144, it will be listed as an attachment to the support agreement.

**A2.1.d.6. (Added)** A Security Forces statement is required only if there is a potential security implication.



**Attachment 3**

**SUPPORT AGREEMENT STRUCTURE AND DISTRIBUTION**

**A3.1.Sixth Bullet.** MOA/MOUs, land lease agreements, utility agreements, etc.

**Attachment 9 (Added-AFMC)**  
**SAMPLE OF MANPOWER ANNEX**  
**SUPPORT AGREEMENT NO. FB2067-00003-002**

1. SUPPLIER: 78 ABW, RAFB
2. RECEIVER: 89 AREFW
3. AFMC MANPOWER OFFICE: WR-ALC/MO
4. RECEIVER MAJCOM/SERVICE/AGENCY: ACC
5. TYPE: (x) New Agreement ( ) Mission Change ( ) Revision
6. MANPOWER DATA:

a. Peculiar/Extraordinary Support:

(1)	(2)	(3)			
<u>TITLE/WORKLOAD DESCRIPTION</u>	<u>COMPUTATION METHOD</u>	<u>REQUIRED MANPOWER OFF</u>	<u>ENL</u>	<u>CIV</u>	<u>TOT</u>
CATM/Weapons Training	Technical Estimate	0	1	0	1
Protection Level 2 Aircraft Security	AFMS - Post Manning	0	12	0	12
Explosive Ordnance	AFMS Application	0	1	0	1
		0	14	0	14

b. BOS Support (In Accordance with AFI 38-204)

(1)	(2)	(3)		(4)			
<u>TYPE OF SUPPORT</u>	<u>BOS FACTOR</u>	<u>POPULATION* MIL</u>	<u>CIV</u>	<u>REQUIRED MANPOWER OFF</u>	<u>ENL</u>	<u>CIV</u>	<u>TOT</u>
General Support	.08	103	--	0	6	2	8

\*Population used to compute BOS support includes receiver Population plus required manpower for Peculiar/Extraordinary Support (Mil Pop = 89 + 14 = 103).

c. Manpower Summary:

TOTAL REQUIRED MANPOWER (FY 024-054)				
<u>OFF</u>	<u>ENL</u>	<u>CIV</u>	<u>TOT</u>	
0	20	2	22	

7. CERTIFICATION:

- a. The above workload and manpower is properly described and quantified.
- b. The supplier will/will not support receiver until manpower spaces are transferred.
- c. Additional Comments:

NAME, GRADE, DATE  
 (Servicing Manpower Office - Date)

NAME, GRADE, DATE  
 (Receiver Representative - Date)

8. MANPOWER REQUIREMENT APPROVAL

Manpower Requirements identified above are approved.

NAME, GRADE, DATE  
 (HQ AFMC/XPMQ - Date)

9. APPROVAL TO TRANSFER MANPOWER AUTHORIZATIONS

Transfer of the following manpower authorizations is approved.

<u>PEC</u>	<u>OFF</u>	<u>ENL</u>	<u>CIV</u>	<u>TOT</u>
11125	0	14	0	14
<u>11896</u>	<u>0</u>	<u>6</u>	<u>2</u>	<u>8</u>
Total	0	20	2	22

NAME, GRADE, DATE  
 (Receiver MAJCOM Manpower Office- Date)

**Attachment 10****INSTRUCTIONS FOR COMPLETING A MANPOWER ANNEX TO A SUPPORT AGREEMENT**

**A10.1. Supplier:** The activity responsible for providing the support described in the agreement.

**A10.2. Receiver:** The activity receiving the support described in the agreement.

**A10.3. Servicing Manpower Office:** The Manpower Office servicing the supplier activity.

**A10.4. Receiver MAJCOM/Service/Agency:** Self explanatory.

**A10.5. Type:** Self explanatory.

**A10.6. Manpower Data:**

**A10.6.1. Peculiar or Extraordinary Support:** Support beyond the scope of that which will be provided through application of BOS factors listed in AFI 38-204, *Programming USAF Manpower*, Table 1.1.

**A10.6.1.1. Title/Workload Description:** Self-explanatory.

**A10.6.1.2. Computation Method:** Describe the method used to compute or estimate the required manpower (e.g., AFMS, Operational Audit, Post Manning, etc.) for each category listed.

**A10.6.1.3. Required Manpower:** Enter the computed/estimated manpower requirement (in whole numbers) for each category.

**A10.6.2. BOS Support:** Support which will be provided through the application of the BOS factors listed in AFI 38-204, Table 1.1.(or revised factor).

**A10.6.2.1. Type of Support:** Describe type of support, as defined in AFI 38-204, Table 1.1. (or revised factor)

**A10.6.2.2. BOS Factor:** Use the appropriate factor from AFI 38-204, Table 1.1.

**A10.6.2.3. Population:** Enter the number of manpower spaces associated with the receiver unit mission change, move, activation, etc. This number must include receiver population plus any required supplier manpower for Peculiar or Extraordinary Support to the receiver.

**A10.6.2.4. Required Manpower:** Enter the computed manpower requirement(s), as determined by the application of the listed BOS factor to the applicable population figure.

**A10.6.3. Manpower Summary:** Enter the total manpower requirement from 6a(3) and 6b(4). Indicate the fiscal year the transfer is to be effective and any future-year changes to the requirements.

**A10.7. Certification:** Self explanatory. After being signed by the Servicing Manpower Office and the Receiver Representative, the manpower Annex is forwarded to HQ AFMC/XPMQ for staffing and approval.

**A10.8. Manpower Requirement Approval:** Self explanatory. After approval of the manpower requirement, HQ AFMC/XPM will coordinate the Manpower Annex with the receiver MAJCOM to document the approval of the transfer of manpower authorizations.

**A10.9. Approval to Transfer Manpower Authorizations:** Self Explanatory. After reviewing the approved manpower requirements, the Receiver MAJCOM Director of Manpower approves the transfer of authorizations from the Receiver MAJCOM to the Supplier MAJCOM.

TODD I. STEWART, Major General, USAF  
Director of Plans and Programs